DOCUMENT RESUME

ED 417 034 PS 026 350

AUTHOR	Larson, Erik
TITLE	Child Care in Texas: A Report.
INSTITUTION	Texas Univ., Austin. School of Social Work.; Texas Work and Family Clearinghouse, Austin.
SPONS AGENCY	Texas Workforce Commission, Austin.
PUB DATE	1998-02-00
NOTE	31p.
PUB TYPE	Reports - Descriptive (141)
EDRS PRICE	EDRS Price MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	*Access to Education; Child Caregivers; Costs; *Day Care; *Day Care Centers; Early Childhood Education; Educational Demand; *Educational Supply; Program Costs; Student Costs; *Supply and Demand
IDENTIFIERS	*Child Care Costs; Child Care Needs; *Day Care Quality; Texas

ABSTRACT

This report examines a basic child care challenge confronting the state of Texas: the shortage of affordable, accessible, quality early care and education for Texas families with children, particularly those with limited incomes. The report notes that these three factors--affordability, accessibility, and good quality--are integral to a successful child care program, and that Texas families with low and moderate incomes continue to face unmet child care needs. Following a brief introduction, section one of the report addresses the demand for child care in Texas including issues of affordability, accessibility, and quality. The second section addresses the supply side of child care in Texas. In terms of accessibility, the kinds of child care available are described and include: (1) Head Start; (2) Pre-kindergartens; (3) Kindergartens; (4) Licensed Child Care Centers (LCC); (5) Group Day Homes (GDH); (6) Registered Family Homes (RFH); and (7) School-Age Child Care (SACC). In terms of affordability, this section describes Child Care Management Services (CCMS). Quality of available child care is also addressed. The final sections of the report offer summary conclusions on the state of Texas child care in such areas as: (1) lack of coordination between early childhood education services; (2) inadequate supply; (3) various levels of quality; and (4) little consideration to appropriateness of services. Contains 100 references. (Author/SD)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED 417 034

Child Care in Texas

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
X This document has been reproduced as received from the person or organization originating it.
☐ Minor changes have been made to improve reproduction quality.
• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

A REPORT

A Project of the
Child Care/Work and Family Clearinghouse
Texas Workforce Commission

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY
Elizabeth Sifuentes
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
2B

PS 026350

BEST COPY AVAILABLE

Child Care in Texas

Produced by the **Child Care/Work and Family Clearinghouse**
Texas Workforce Commission

Bill Hammond
Chairman and Commissioner Representing Employers
Diane D. Rath
Commissioner Representing Public
T. P. O' Mahoney
Commissioner Representing Labor
Mike Sheridan
Executive Director

in partnership with the **Center for Social Work Research**
School of Social Work, The University of Texas at Austin

Project Director: Laura Lein
Project Writer: Erik Larson
Project Staff: Pamela Hormuth
Carol M. Lewis
Audrey Steiner

3

Design by Stanley Gilbert
Photography by Rick Williams

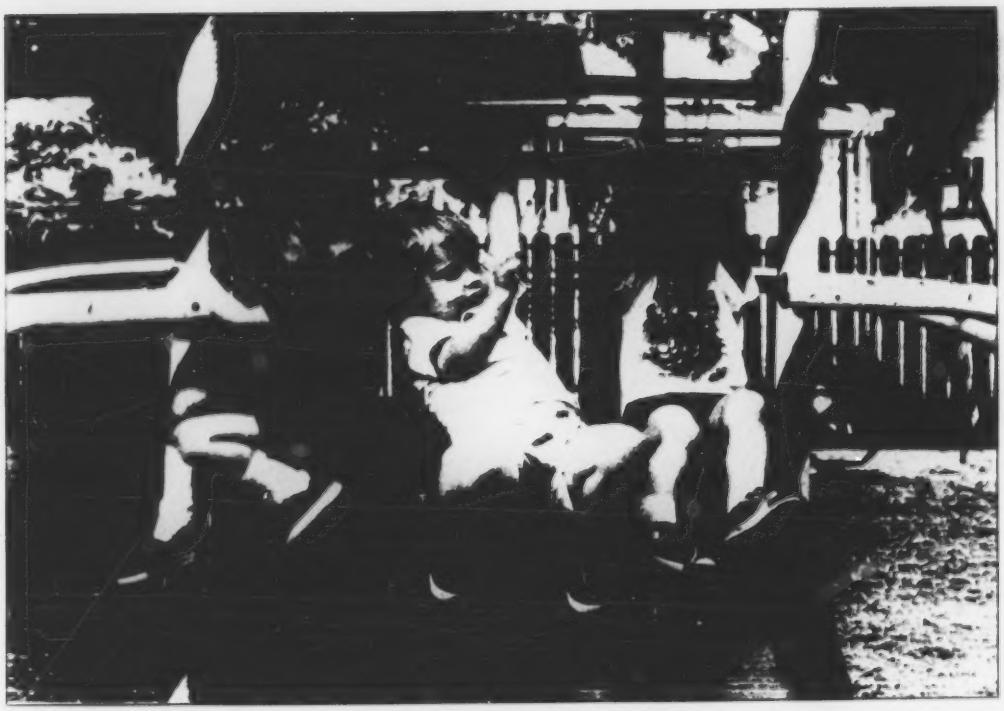
February 1998

Table of Contents

Introduction 3
The Demand for Child Care in Texas 4
- Affordability 5
- Accessibility 6
- Quality 8
- Summary 9

The Supply Side of Child Care in Texas 10
- Accessibility: Kinds of Child Care Available 10
  - Head Start 10
  - Pre-kindergartens 11
  - Kindergartens 11
  - Licensed Child Care Centers (LCC) 11
  - Group Day Homes (GDH) 11
  - Registered Family Homes (RFH) 12
  - School-Age Child Care (SACC) 12
- Affordability: Child Care Management Services (CCMS) 12
- Quality 13
- Summary 14

Conclusions 14
Bibliography 15



Introduction

This report describes a basic child care challenge confronting the state: the shortage of affordable, accessible, quality early care and education for Texas families with children, particularly those with limited incomes. These three factors—affordability, accessibility, and good quality—are integral to a successful child care program (Colorado Business Commission 1995). Texas families with low and moderate incomes continue to face unmet child care needs.

A national child care study found that "while child care varies widely within and between states and sectors of this industry, most child care is mediocre in quality, sufficiently poor to interfere with children's emotional and intellectual development" (University of Colorado at Denver Economics Deptartment 1995). In Texas, which ranks in the top ten among states for the largest number of children in poverty (Annie E. Casey Foundation 1995), child care is even more difficult for poor families to find. The need for child care is particularly acute as more poor and single parents enter the work force. Meanwhile, "market forces constrain the cost of child care and at the same time depress the quality of care provided to children" (Annie E. Casey Foundation 1995). Texas is confronted by a growing demand for child care, while the supply of child care--affordable, accessible, quality care--to answer that demand is inadequate, with the gap between supply and demand widening.

The Demand For Child Care In Texas

In 1994, almost four million children up to age twelve lived in Texas, including 1,607,032 children under five years old, and an additional 2,313,927 children aged five to twelve (856,821 are ten to twelve). Texas has the largest proportion of its population that is under age eighteen of all fifty states, and 25 percent of Texas children live in poverty (Annie E. Casey Foundation 1997). In some counties the proportion of children in poverty found by the 1990 census was as high as 68 percent (Texas Kids Count Project 1995).

Furthermore, demand for child care is increasing in Texas. The number of children requiring supervision because parents are working continues to rise. With the advent of welfare reform, the number of low-income mothers seeking child care can be expected to rise even more (Schnexnayder 1997).

The child care needs of Texas families are as diverse as the families themselves. Some children have needs related to disability, emotional issues, or learning problems. Other families have difficulties with scheduling and transportation. The demand is not simply for child care, but for quality care that is usable: that is affordable, accessibly located, and responsive to the needs of diverse families and children as well as those that fit "the norm."

Changes in Texas families continue to drive the need for affordable and accessible quality early care and education programs. Overall, in 1990, 58 percent of Texas women whose youngest child was under six years old, and 72 percent whose youngest child was between six and seventeen were in the work force (Annie E. Casey Foundation 1994). Single parents head 23 percent of families with children, and over 70 percent of these heads of household are employed. In 1990, 53 percent of Texas children under six years old and 58 percent under eighteen came from families in which both or the only parent worked (Annie E. Casey Foundation 1994).

These Texas figures are reflected nationally. In 1965, 16 percent of four-year-olds were in child care. By 1989, that number had risen to 51 percent (United States Bureau of the Census 1990 as cited in Vinet 1995). At least half the mothers in the United States aged 18 to 44 return to work in their child's first year of life. Among college-educated women the rate is even higher, at 68 percent (Belsky 1995). In 1991 about 36 percent of preschoolers were cared for in their own homes; 31 percent were cared for at least part time in another home (including family, friends, baby-sitters and professional Registered Family Homes) when parents were at work; about 23 percent were cared for in an organized child care setting; and 9 percent were cared for by mothers while they worked (Casper 1995). In about 45 percent of families across the nation, a parent is still the primary child care provider (Children's Defense Fund 1994).

The number of children in professional child care settings continues to grow nationally. Additional studies illustrate these trends. The number of Texas children that need child care is not easy to determine from state-based data. However, there is every reason to predict that the national figures are reflected in the Texas population. That is, of the 4,000,000 children in Texas under twelve years old, about 55 percent will be cared for at least part time by a non-parent (Children's Defense Fund 1994).

AFFORDABILITY

Low-income families, particularly those with no access to child care subsidies, have a hard time affording child care. The increase in the number of Texas women holding jobs and therefore earning money has not reduced the proportion of Texas children in poverty. While approximately one quarter of Texas children live in poverty (Annie E. Casey Foundation 1996), minority children in Texas have an even greater chance of being impoverished. (See Figure 1 in the Map Section) Not only have Texas child poverty rates increased, they have remained higher than the national average. In 1969, the national poverty rate for children under eighteen was 14 percent; it had risen to 20 percent by 1981, and has remained close to that (21 percent) until today (Children's Defense Fund 1996; Annie E. Casey Foundation 1996).

Recently, the federal government adopted the Welfare Reform Law (PL 104-93), which changes the form of federal child care subsidies (Center for Public Policy Priorities 1996). By eliminating some forms of public assistance, and giving additional control to state governments, the new federal law is expected to increase the number of low-income women entering the labor market and, in turn, the demand for affordable, quality child care (Hernandez 1995). A primary change of the Welfare Reform Law was the creation of the Temporary Assistance for Needy Families (TANF), which consolidated Aid for Families with Dependent Children (AFDC), JOBS, emergency assistance, and administrative funds into one program which states are required to fund at only 75 percent of previous levels.

The new Welfare Reform Law combined the child care portions of the Title IV programs (Transitional Child Care, or TCC, AFDC Child Care, and At-Risk Child Care) and the Child Care Development Block Grant (CCDBG) and rolled them into a new block grant called the Child Care and Development Fund (CCDF). Although the new law does not specify funds for JOBS child care, TWC has targeted an allocation of CCDF funds for JOBS clients. And while the new federal law also declares that transitional child care is no longer an entitlement, these clients also are targeted for child care by TWC. In addition, recent state legislation made transitional child care a state entitlement. As a result of changes, affordability of child care for those parents attempting to join the work force has become more crucial. There is a correlation between availability of child care and getting off of welfare (US General Accounting Office 1994b). In 1986, 25 percent of mothers between the ages of 21 and 29, and 34 percent of all poor mothers reported that they were not working because of child care problems (Children's Defense Fund 1994).

While welfare reform may increase levels of parental employment, the effect on child poverty is not clear. Parental employment does not protect children from poverty. In 1993 about 12 percent of Texas families were classified as working poor, compared to a national average of 8 percent (Annie E. Casey Foundation 1996). Since working poor families usually cannot afford the full costs of child care, they must struggle to remain in the work force, finding informal sources of inexpensive care or leaving their children with inadequate supervision, if they cannot acquire a child care subsidy or more informal assistance with child care.

Nationally, $40 billion is spent on child care services each year, through federal, state, and local governments, the private non-family sector, and parental payments. Figures vary as to how much parents pay of the annual child care bill. One estimate indicates that 72 percent of organized child care costs are paid by parents (Kontos et al. 1995).

BEST COPY AVAILABLE

In any case, private and public funds are used to subsidize parents' payment for early care and education. Roughly 30 percent of Licensed Child Care Centers and 17 percent of Registered Family Homes receive some such subsidies (Willer et al. 1991 as cited in Vinet 1995). One study found the average "expended" payment for child care to be $2.11 per child hour, but the "actual" cost was $2.83 per child hour. The extra $ .72 in hidden costs was made up through public/private donations and the lower than average wages of child care workers (University of Colorado at Denver Economics Department 1995).

While many families find early care and education extremely expensive, the child care industry is unable to adjust its pricing downward in order to be more financially accessible. It is already considered a low-profit business, with a national profit of just two to four percent (University of Colorado at Denver Economics Department 1995 as cited in Colorado Business Commission 1995). In addition, due to the low status of their profession, early care and education workers, except for pre-kindergarten and kindergarten teachers, receive low compensation when compared to other occupations--earning a national average annual wage of $15,488 for teachers and just $5.08 per hour for teaching assistants (Whitebook et al. 1993 and United States House Committee on Ways and Means 1994 as cited in Smith et al. 1995).

While child care may be a low-profit business, working parents in the United States who purchase child care spend between 7 and 25 percent of their income on it, depending on parental income level and type of care purchased (Casper 1995). In 1993, families in the child care market earning less than $15,000 spent an average of 23 percent of their income on early care and education, while families earning $35,000 or more spent 7 percent, on average (Willer et al. 1991 as cited in Vinet 1995). Wilson (1994) noted that "even small cost increases [for child care] can have a significant financial impact upon low-income families."

Texas's working poor families must pay a larger portion of their income for child care if they place their children in formal care. Texas families attempting to transition off welfare need to obtain a job that pays well enough to cover the newly incurred cost of non-subsidized child care, while also allowing enough income for other basic needs (United States General Accounting Office 1994a; 1995). Child care costs affect middle class as well as impoverished Texans (United States Government Accounting Office 1994a; Hernandez 1995). Middle income families with children in child care are grappling with higher child care costs, but receive only "minimal tax relief and no direct subsidies" (Scarr 1995).

ACCESSIBILITY

Affordability is not the only determining factor in child care availability. One of the requirements for utilization of a child care facility is an accessible location (Colorado Business Commission 1995). There is an uneven geographical distribution of child care facilities in Texas, with numbers dependent on two principal factors: population density and financial resources within the community. A lack of a convenient child care center may become an insurmountable obstacle for parents who wish to work. In some cases, when a suitable child care center is distant from the workplace, parents find it impossible to deliver their children during the center's open hours and still arrive on time at their jobs.

Unreliable transportation can make it harder for families to use child care effectively. Parents without cars of their own often must use whatever public transportation is available. These families are dependent on the regularity of service and on the routing available. It can be particularly difficult to use public transportation with small children, especially in the busy rush hours before and after work, and in bad weather.

Other families with neither their own car

BEST COPY AVAILABLE

nor ready access to public transportation must rely on friends and relatives. Access to transportation is then only as reliable as that of their friends and relatives. Furthermore, scheduling and routing must all be coordinated with the needs of another family.

Children living in rural areas are often far from the nearest child care. With little public transportation available, families must find their own ways to take children to and from child care services. The distances and times involved can be particularly extended in sparsely populated areas.

While child care may be a low-profit business, working parents in the United States who purchase child care spend between 7 and 25 percent of their income on it...

In addition to problems with physical location and transportation issues, many families face more complex issues in identifying accessible care, including the need for:

- unusual hours of care
- care for children with special needs
- care for very young children
- care for older school-age children
- care for mildly ill children

Most child care is arranged to meet the transportation and work time needs of parents working the normal work day, Monday through Friday, sometime between 8:00 a.m. and 6:00 p.m. Parents working long hours or with lengthy transportation time to get from work to child care may have difficulties with the hours during which child care is provided. Not all people work from nine to five, Monday through Friday. A few Texas child care centers do offer after-hours care, as well as part-time, weekend, and even 24-hour care. This care usually costs more than care during conventional hours, however, and its availability is extremely limited.

Since the passage of the Americans with Disabilities Act in 1990, the federal government has required businesses and institutions, including early care and education agencies, to provide for the reasonable inclusion of people with disabilities. Nevertheless, other than for facilities providing state or federal subsidized care, there is little enforcement in Texas child care centers of the Americans with Disabilities Act. Since the act waives requirements if compliance is prevented by limited financial means, almost all child care locations are exempt from providing special physical set-ups. Some children with disabilities, such as those with juvenile diabetes, do not require renovations, and can be accommodated fairly easily. However, there is no child care currently available for many children with disabili-

ties because of the costs that site alterations and other adaptations would entail (Carver 1997). Some facilities feel that staff do not have the background or training to allow for responsible care of children with special needs. It also can be more difficult for parents to arrange transportation for children who need special equipment with them or who have problems with self-control.

Care for infants is in particularly short supply. The waiting list time for infant care slots at child care centers in large urban areas can be a year or longer, often longer than the period of infancy itself. Infant care, with its accompanying need for a high staff to child ratio and rooms designed for infant care, is expensive, even relative to other care.

School-age children of working parents face unmet needs. Parents' work times do not always coincide with school hours, leaving many families in need of before- and/or after-school care. According to a Carnegie Council of Adolescent Development (1994) report, "Each day in America, twenty million young adolescents decide how they will spend at least five of their waking hours (forty percent) when not in school." The report stresses that "Time spent alone is not the crucial contributor to high risk. Rather it is what young people do during that time, where they do it, and with whom that leads to positive or negative consequences." A study of five thousand eighth graders shows that students left unsupervised for an hour or more after school have a much greater risk of substance abuse (Children's Defense Fund 1994). Furthermore, school-age children place different demands on care, requiring programs and services specific to their age group (Texas Workforce Commission 1997).

Another commonly experienced special need occurs when a child of working parents falls sick. If the child is at school or in child care, the normal procedure is to call a parent. The parent is then expected to arrange to remove the child to prevent passing the illness to others and to better attend to the child's needs. Rarely are additional child care staff available to care for sick children—and, when available, such care is often expensive.

QUALITY

Whether children are cared for in a Licensed Child Care Center (LCC), in a Registered Family Home (RFH), at a relative's home, or in their own home with a parent, they need stimulation, safety, and nurturing. Experts agree that good quality requires a combination of:

- low child-to-staff ratios
- high levels of staff training and education
- low staff turnover
- reasonable levels of pay and benefits for staff
- well-developed licensing standards
- care givers and educators with caring attitudes toward children

While these factors of quality care are too interrelated to isolate the specific effect of any one of them on child development (Reeves 1992; Kontos et al. 1995), few experts doubt their impact on children.

Parents' perspectives must also be considered, since their decisions govern their children. Not all parents have access to Resource and Referral services (See Figure 2 in Map Section) that would help them locate quality child care. Some parents do not know what quality care is, and some are desperate for any care they can get (United States General Accounting Office 1995; Howes et al. 1992). Most parents, however, desire that their children's program provide warm, loving care givers, promote child development, and prepare the children for school (Willer

et al. 1991 as cited in Vinet 1995). As Scarr (1995) notes, "Quality child care provides the peace of mind and freedom from guilt so essential to responsible working parents today."

According to some researchers, "Good quality early childhood education can successfully prepare at-risk children for entry into school" (William T. Grant Foundation 1996). As increasing numbers of children enter early care and education programs from low-income families, the role of such programs will become more important to children's development and school-readiness.

Many studies have explored the effects of child care on children (Kontos et al. 1995; Berrueta-Clement et al. 1984; Schweinhart et al. 1993). Quality care seems to be important in the short run for child development, while of some minor significance in the long run for developmental factors such as I.Q. (Haskins 1989 as cited in Frankel 1991; Scarr 1995). Moreover, research indicates that there are aspects of quality care which have direct bearing on the entire community. A frequently cited child care study, High/Scope Perry Project, reveals that for every dollar invested in high quality preschool care and education, seven dollars are returned to the community in savings -- in the form of higher educational achievements and lower special education and social welfare costs (Smith et al. 1995). About 71 percent of the High/Scope Perry experimental child care group graduated from high school as compared to 54 percent of children not in the preschool program (Schweinhart et al. 1993 as cited in Smith et al. 1995).

Indeed, the need for quality in children's programming is clear to most parents, policymakers, and early care and educational professionals. However, quality in child care comes with associated costs that eliminate many of the families that would benefit the most from successful programs. Yet, impoverished children and those of working poor families, such as those in families making the transition from welfare to work, are the most likely to experience low-quality child care (Phillips et al. 1994).

SUMMARY

Overall, the shortage of affordable, accessible, quality child care remains critical in Texas. Texas has a high rate of working poor families. With welfare reform more families may well need to acquire child care while earning relatively low incomes. Where affordable, quality child care is not available, minimal and often detrimental supervision--or none at all--may be the only alternative available to families. In cases of children with special needs from low- or no-income families, appropriate child care may be hard to find.

"Good quality early childhood education can successfully prepare at-risk children for entry into school."

The Supply Side Of Child Care In Texas

Child care in Texas is available through many different programs, including those not necessarily designed to provide child care for working parents. However, in spite of their diversity, they cannot meet the needs of many Texas families. Only a relatively small proportion of children receive publicly-supported early care and education. Slightly over one fifth of the three- to five-year-olds in Texas were in either Head Start programs (5.5 percent) or public pre-kindergartens (16.3 percent). In 1994, Texas provided federal or state subsidies for child care to only 1.44 percent, or 56,400 of its youngest citizens (Texas Kids Count Project 1997). There is also limited care for infants, for children whose parents work unusual hours, and for children with special needs.

Child care resource and referral (CCR&R) agencies are community-based organizations which help parents find programs that match their work hours, abilities to pay, and transportation needs. In addition, CCR&R agencies provide training and technical assistance by working directly with child care centers. In order to increase corporate support for child care programs, CCR&R agencies facilitate linkages between businesses and communities (See Figure 2 in Map Section).

ACCESSIBILITY: KINDS OF CHILD CARE AVAILABLE

A range of early care and education programs is available in Texas. Options in Texas include:

- Head Start
- public school pre-kindergartens
- public and private kindergartens
- Licensed Child Care Centers
- Group Day Homes
- Registered Family Homes
- school-age child care programs (Lein et al. 1995b).

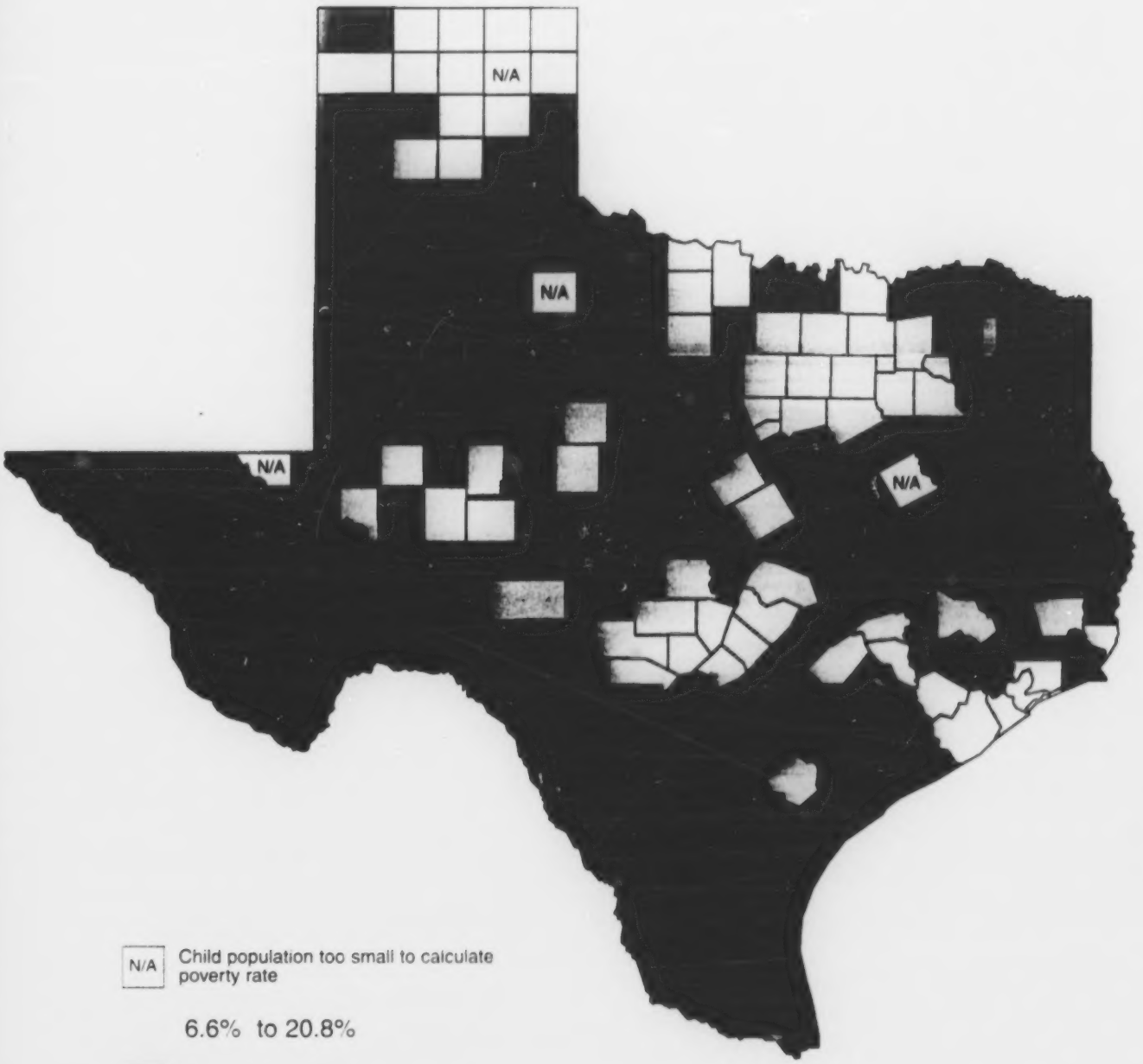
Head Start and pre-kindergarten programs are publicly subsidized pre-school education programs. However, for many parents, these programs serve as day care. Additionally, countless unregulated informal adaptations exist as parents seek affordable, available care. As outlined below, each early care and education system operates from a different perspective. Each provides services to somewhat different constituencies. The staff who care for children have different backgrounds, access to different levels of training and education, and receive different levels of reimbursement. Thus, the nature and quality of programs vary. Furthermore, many of these programs serve a minority of the children in need, and subsidies to make costs affordable are in short supply, even in counties with high proportions of children in poverty (See Figure 1 in Map Section).

Head Start

Head Start is a federal government-subsidized program which addresses the educational needs of children whose families meet federal poverty guidelines. It provides educational, social, medical, and nutritional services to low-income, pre-school children, usually between the ages of three and five. Although federally funded, Head Start is locally administered by education agencies, community action agencies, and public and private not-for-profit organizations. As in all other states, Head Start funds are allocated to Texas on the basis of a formula including Texas's annual fiscal allocations and the proportion of children in the state residing in families receiving AFDC.

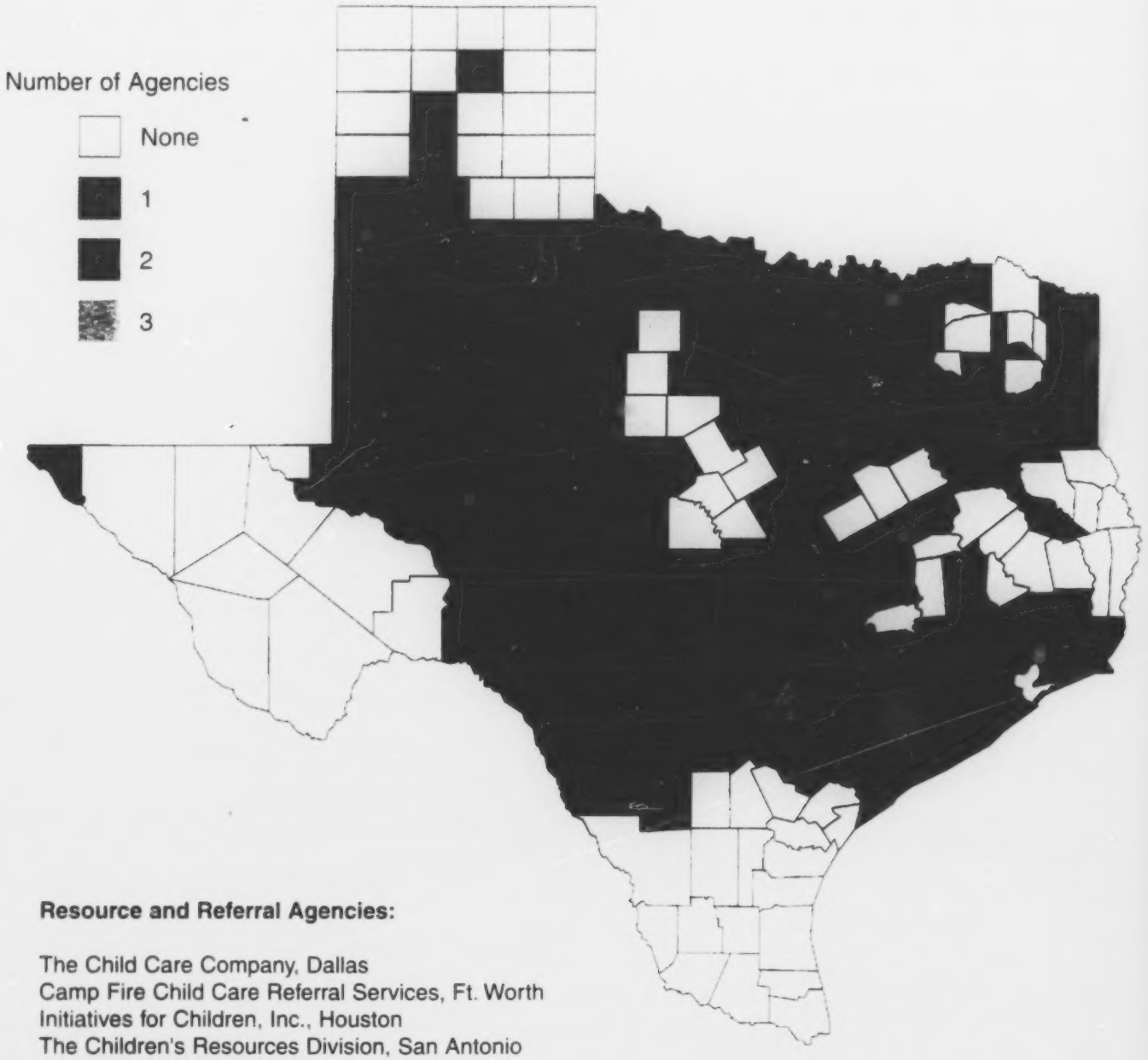
In 1995, Texas spent $216 million on Head Start programs serving 54,386 children in 107 programs. (See Figure 3 in Map Section) About 60 percent of these children were in the program all day for five days a week; another 40 percent participated five days a week but for partial days (United States Department of Health and Human Services 1995a). According to agency officials more than 11.6 percent of Head Start children have some form of disability. However, Head Start currently serves only a small fraction of eligible children.

Figure 1:
Percent Children in Poverty, 1990



Source: Texas Kids Count Project, Center for Public Policy Priorities, 1994

Figure 2:
Texas Counties Served by Child Care Resource and Referral Agencies, 1997

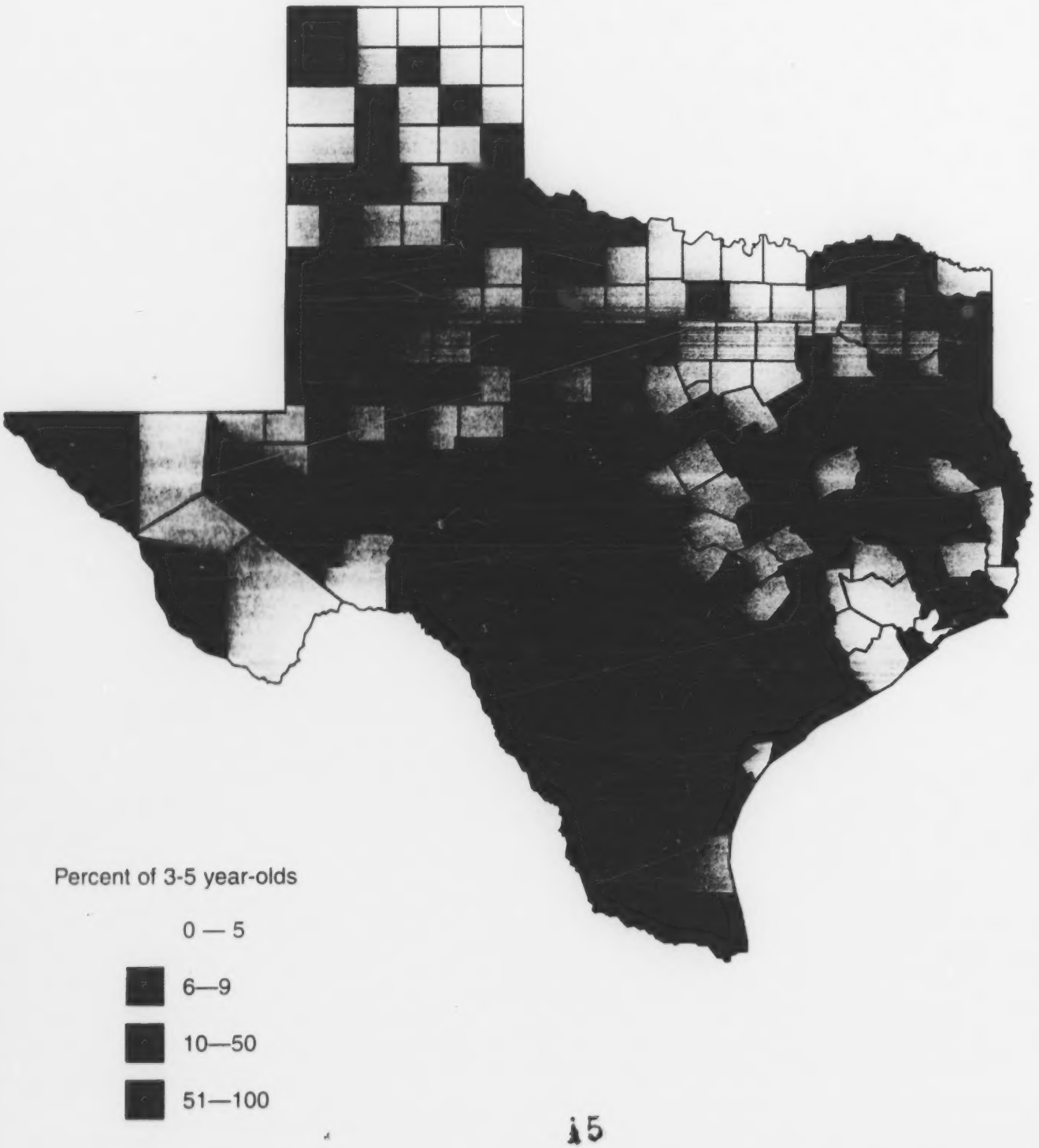


Resource and Referral Agencies:

The Child Care Company, Dallas
Camp Fire Child Care Referral Services, Ft. Worth
Initiatives for Children, Inc., Houston
The Children's Resources Division, San Antonio
Family Service Association, San Antonio
Kidcare Lōcators, Inc., Austin
Austin Families, Inc., Austin
Children's Enterprises, Inc., Lubbock
Childcare Resource and Referral Agency, El Paso
Smith County Champions for Children, Inc., Tyler

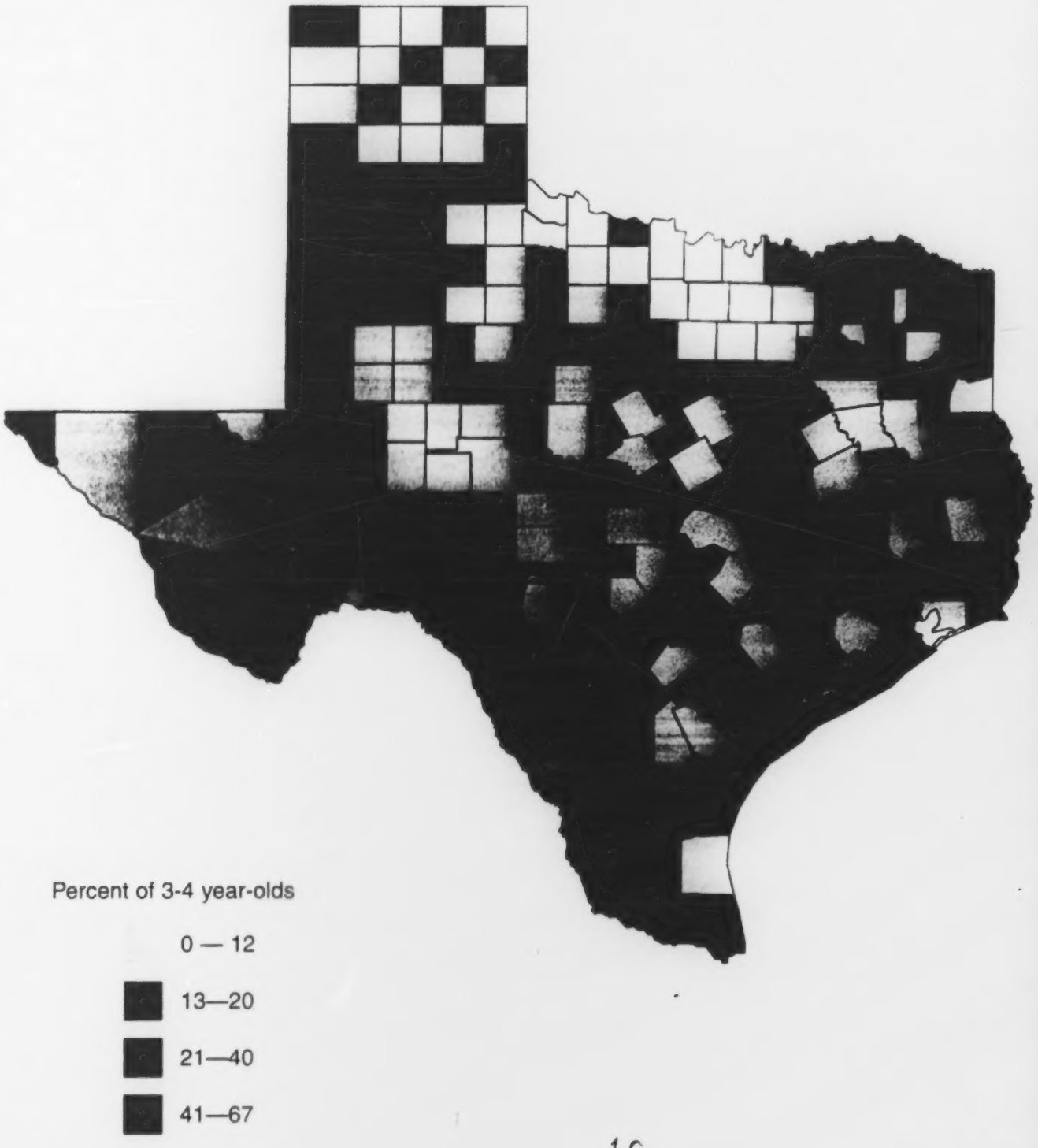
Source: Texas Association of Child Care Resource and Referral Agencies, 1997

Figure 3:
Percent of Texas Children in Head Start Programs by County, 1996



Source: Texas Kids Count Project, Center for Public Policy Priorities, 1997

Figure 4:
Percent of Texas Children in Pre-Kindergarten Programs by County, 1993-94



Source: Texas Kids Count Project, Center for Public Policy Priorities, 1997

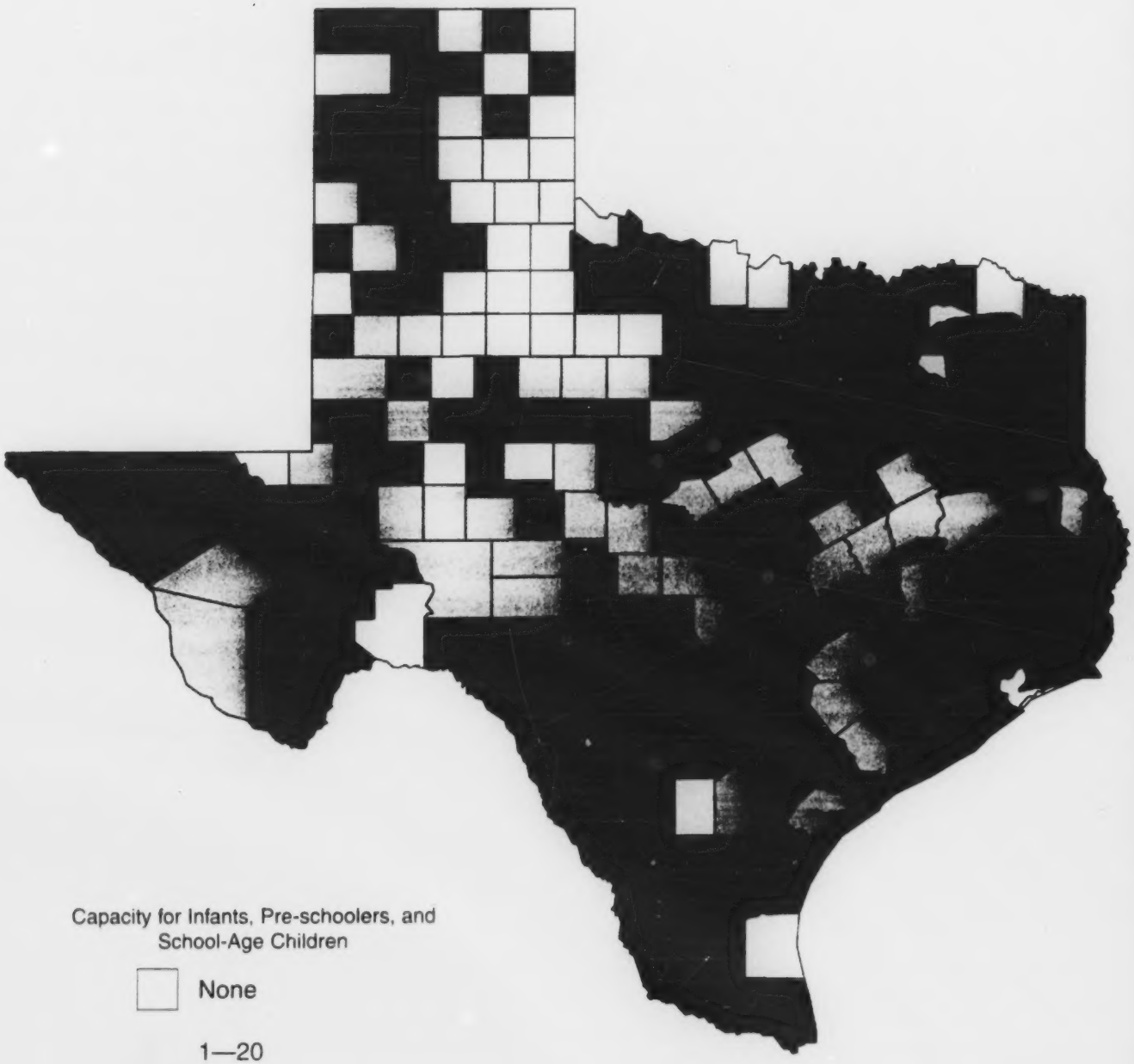
Figure 5:
Capacity of Child Care Centers by Texas County, 1996

(Including Licensed Child Care Centers, Nursery Schools, Drop-In Centers and Schools)
666,887 total capacity

Source: Child Care Market Rate Survey, Texas Workforce Commission, 1996

Figure 6:
Capacity of Texas Group Day Homes by County, 1996

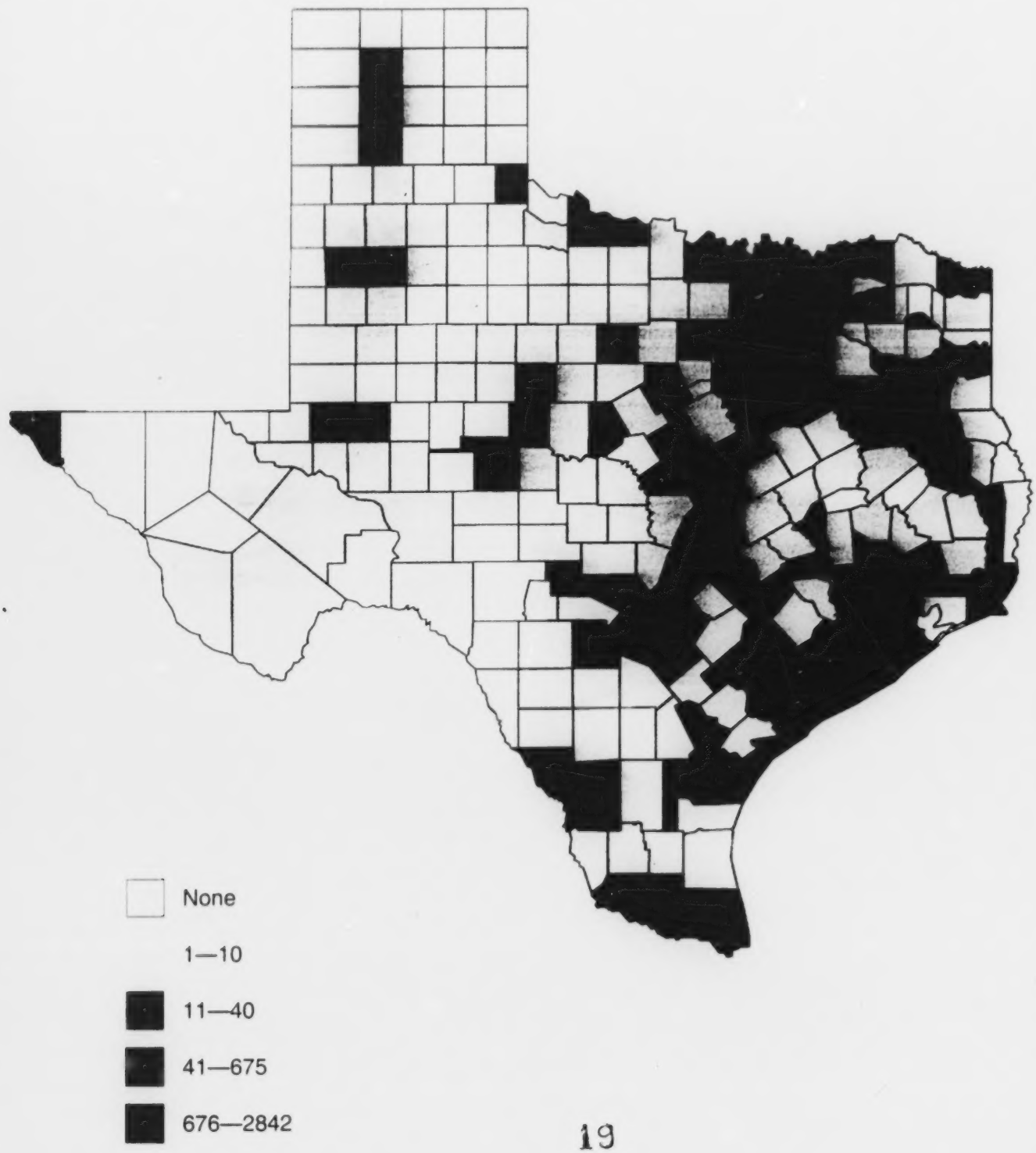
21,084 total capacity



Source: Child Care Market Rate Survey, Texas Workforce Commission, 1996

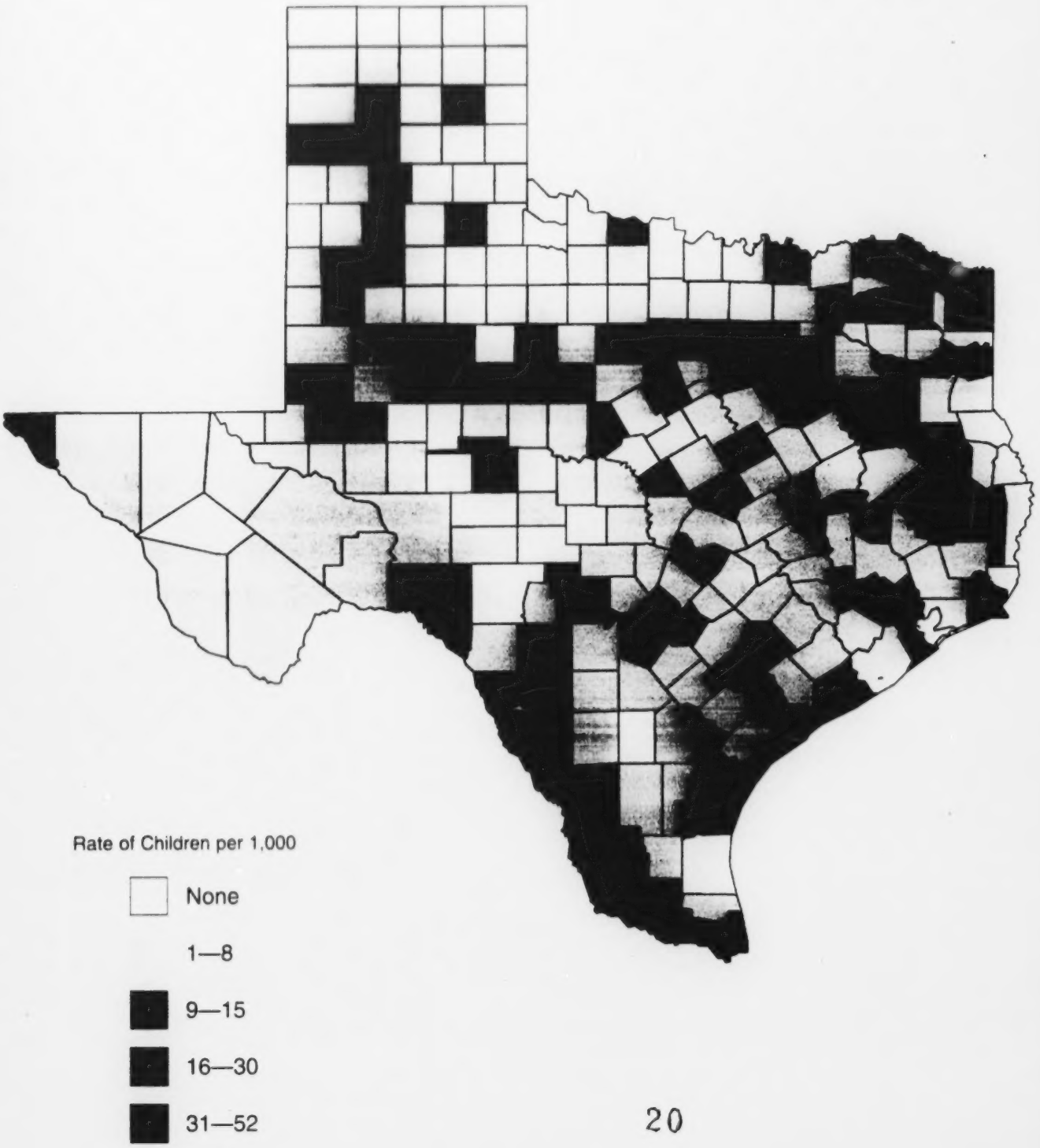
Figure 7:
Number of Texas Registered Family Homes by County, 1996

12,210 total



Source: Child Care Market Rate Survey, Texas Workforce Commission, 1997

Figure 8:
Rate of Children (0-12 yrs) in Child Care Subsidized by the Texas Department of Human Services, 1994



Source: Texas Kids Count Project, Center for Public Policy Priorities, 1997

Pre-kindergartens

Public and private pre-kindergartens evolved, in part, out of the success of Head Start. Students must meet educational need criteria to be eligible for enrollment. Children enrolled in these programs remain four hours or less per day and are a minimum of two years old. The Texas Workforce Commission collaborates with school districts to provide full-day care, but the need outstrips the supply. Many families with children in pre-kindergarten must also find additional child care on their own. In 1995-96 Texas served 115,918 children in pre-kindergarten programs (Texas Education Agency 1996) (See Figure 4 in Map Section), double the numbers served by Head Start, but still only a small proportion of pre-schoolers. Pre-kindergarten staffs, usually employed directly by school districts, are very stable, well trained, and much better paid than the average child care worker (Lein et al. 1995).

Kindergartens

Kindergarten is a non-required first year of schooling. In 1996, 281,708 children were enrolled in Texas kindergartens, both public and private (Texas Education Agency 1996). In some school districts kindergartens have a regular school schedule, while in others kindergartens operate on a shorter schedule. Thus, many families of kindergarten students must also seek after-school care. Teachers of public school kindergarten classes have the highest level of education among Texas's early care and education professionals. A recent survey of a sample of early care and education professionals found that 100 percent of public kindergarten teachers held a bachelor's degree, 29 percent had some graduate work, and 37 percent had earned a Master's degree (Lein et al. 1995).

Licensed Child Care Centers (LCC)

Licensed Child Care Centers have a capacity to tend 666,887 children in Texas, with 84 slots in the average facility. (See Figure 5 in Map section) In 1994, LCC workers earned the lowest average monthly wage of all child care givers in formal settings—$1036 gross (Lein et al. 1995)—and had a turnover rate of over 30 percent.

The Day Care Center Minimum Standards and Guidelines, published by the Texas Department of Protective and Regulatory Services Licensing Division, regulate areas such as LCC health and safety factors, staff training, and physical attributes of the centers. New child-to-staff ratios and group size mandates are in effect beginning September, 1997 (Texas Department of Health and Human Services 1995a). "An average overall cost increase of about 7 to 8 percent" has been predicted to accompany the change in minimum standards regarding child/staff ratio and group size. It has been estimated that the cost increases will affect 52 percent of the centers, and the average increase of those is expected to be around 13 percent (Lein et al. 1995). Such changes, coupled with narrow profit margins, may exacerbate shortages by causing providers to leave the child care business.

Group Day Homes (GDH)

Texas Group Day Homes had a capacity to care for approximately 21,084 children in 1996. (See Figure 6 in Map Section) A Home is defined as a facility which provides "care for less than 24 hours a day for seven to twelve children under fourteen years old" (Texas Department of Human Services 1985a). A Group Day Home's child-to-staff ratio is dependent on the mix of ages of children, which can extend from newborns to young teenagers. The

average number of infants and pre-schoolers per each of these Homes is nine (Texas Department of Human Services 1994-6). Owners/care givers grossed a monthly average of $1612, with earnings spread over a wide range: $417 to $3250 (Lein et al. 1995).

Registered Family Homes (RFH)

In Texas, Registered Family Homes have the capacity to care for approximately 12,210 children. (See Figure 7 in Map section) RFHs provide care in the private home of the director and/or staff. An average of four infants and pre-schoolers are cared for in each RFH (Texas Department of Human Services 1994-6). RFH care is limited to six children under fourteen years old plus six who are fourteen and older. If a private home owner cares for children other than her own, the home must be registered with the Department of Human Services as a Registered Family Home (Texas Department of Human Services 1990). The gross monthly income of owners of RFHs ranges between $250 and $2500, with a mean of $1279 (Lein et al. 1995). RFH providers have a relatively high degree of job satisfaction, reflected in a stability rate of 88 percent (Lindsay and Lindsay 1987 as cited in Frankel 1994).

The quality of home care is difficult to assess because many are not listed with the state. Nationally, in 1993, less than 14 percent of providers of home day care were under some form of regulation (Children's Foundation 1993a as cited in Frankel 1994). According to Frankel, such homes are, in part, able to stay affordable by avoiding "unfair zoning restrictions, unrealistic provider-to-child ratios, lack of training requirements and opportunities, and inequitable access to available child care funds." In addition, unregulated home care providers are reported to stay "underground" to avoid disclosing income to the Internal Revenue Service (Anderson 1986 as cited in Frankel 1994).

School-Age Child Care (SACC)

An increasing number of Texas school districts are establishing school-age child care programs (Texas Department of Human Services, 1994-6). A recent survey found that after-school programs had a high staff turnover rate of 36 percent (Lein et al. 1995). Correspondingly, SACC care givers had the fewest years of experience among all categories of child care providers and educators, at 3.2 years, and earned a gross salary of $1291 per month.

According to a study undertaken by The University of Texas at Austin's Center for Social Work Research, "Most of the current school-age child care in Texas is provided on site at the school by local non-profit agencies like the YMCA. The child care agency usually has use of the cafeteria, the gym, and the playground. Most experts feel this type of program is adequate but does not meet their standards for a model program" (Lein et al. 1995). The majority of districts with SACC offer both before- and after-school care. Three quarters of programs use sliding scales to determine fees to charge parents.

AFFORDABILITY: CHILD CARE MANAGEMENT SERVICES (CCMS)

In spite of their numbers and their needs, only a relatively small proportion of children receive publicly-supported early care and education. As mentioned before, approximately one fifth of the three to five-year-olds in Texas were in either Head Start programs or public pre-kindergartens. In 1994, Texas provided federal or state subsidies for child care to only 1.44 percent (See Figure 8 in Map section) of its youngest citizens (Texas Kids Count 1997).

Initial money from a Child Care Development Block Grant received in 1991 was spent by the state to establish the Child Care Management Services (CCMS), which centralized child care subsidies in Texas and provided child

care referral information. Texas won a Harvard University/Ford Foundation State and Local Government Award for its development of CCMS. The system is an integrated, automated form of child care service that consolidates "federal and state eligibility criteria, application processes and funding streams" (United States General Accounting Office 1994a).

In Texas, 65,954 children per day were receiving direct public child care subsidies by 1995 (Texas Department of Human Services 1995a). In 1992, the federal government provided $177,267,238 of the funds for this subsidized care and the state added another $29,027,531. Federal funding for 1996 increased to $181,258,771, with Texas providing an additional $56,771,094 (Child Care Management Services 1996). Families using CCMS funds for child care may enroll their children in any regulated facility, including youth camps licensed by the Texas Health Department and those on United States military bases that are regulated and monitored according to rules consistent with Texas licensing laws. A parent also may choose to have CCMS reimburse her for care provided by the child's greatgrandparent, grandparent, aunt, uncle, or sibling not living in the same house as the child, as long as the provider is 18 years or older. The waiting list for CCMS slots, however, remains at about 35,000. Gaps in service, long waiting periods due to insufficient funds, and cumbersome waiting list policies are part of the process involving federal as well as state subsidies. Local governments and agencies across Texas continue to create programs to help fill funding and provision gaps left by federal and state policies, using private as well as public money.

QUALITY

The availability of quality child care is not just a matter of number of slots. Widespread provision of appropriate child care services remains elusive, even though researchers agree that there is a need for care that is affordable, physically accessible, and responsive to special circumstances. One national study found that only about one in seven centers nationwide provides "a level of child care quality that promotes healthy development and learning" (United States General Accounting Office 1995).

One of the two most important factors in quality child care is a well-trained care-giving staff. Care givers who have a solid background in child development or early childhood education are able to provide a higher quality of care. Because of the need to keep the cost of care affordable for parents, care givers and teachers in child care are paid low wages. A teacher with a bachelor's degree working in child care usually earns just half of what other early care and education professionals earn with comparable

The Head Start Collaboration Project has established a statewide career ladder to break the cycle of low pay, low professional training standards, low job stability, and the resultant diminished quality of care.

degrees (Vinet 1995). Predictably, turnover is high for child care workers.

The Texas Health and Human Services Commission has established a statewide career ladder to break the cycle of low pay, low professional training standards, low job stability, and the resultant diminished quality of care. The Commission's agenda includes the establishment of "professional standards for roles and training; coordinated and articulated training; professional registry for practitioners and trainers; and certification of early care and education trainers" (Texas Health and Human Services Commission 1995, as cited in Lein et al. 1995).

The second most important factor in the quality of care is the size of the group the child is in. Small groups provide opportunities for care givers to interact more with each child and give children the individual attention they need. Large groups may overwhelm children, especially toddlers and early preschool children. A large group with one care giver limits the amount of individual attention that children need and may, in some instances, mean that children receive only negative attention. Small group sizes are an indication of quality care. However, more and smaller group sizes mean more care givers and in many instances, additional rooms in a facility. Thus, good quality child care costs more for the optimal type of facility, in addition to the expense of good care givers (Scarr 1995).

SUMMARY

Families at all income levels can have trouble locating the child care they need. Coalitions, such as Texas Association of Child Care Resource and Referral Agencies, are working to help parents locate and develop innovative and creative solutions for their child care needs as well as publicizing child care issues. The supply of accessible, affordable, quality care may be insufficient to care for the children of low-income working families. There is not enough child care in Texas for the number of children in need. The current level of affordability, accessibility, and quality in early care and education does not yet meet the needs of Texas families and children.

Conclusions

There are many excellent programs in Texas for young children; at the same time there are many of poor or mediocre quality. Child care and early childhood education services in Texas are provided through several distinct systems with little or no coordination among them, and which follow widely varied programs. Due to the inadequate supply of care which can actually benefit their children, many parents must place their children in whatever program is accessible to them financially and geographically, regardless of the appropriateness for their children. Child care issues may become particularly salient as families move from welfare to work. Texas still plans, under its previously granted federal welfare waiver, to provide thirty days of child care subsidy for AFDC job seekers after their time limit is up--possibly extended to one year for those who do get a job. Texas also plans to allow eight weeks of child care for individuals enrolled in JOBS education and training, with a thirty-day job search option. Child care continues to be an issue for all working parents.

Bibliography

Note: The works listed here include both those cited directly and those which informed the authors of the report.

Adams, G., and Sandfort, J. *First Steps, Promising Futures: State Pre-Kindergarten Initiatives in the Early 1990's.* Washington, DC: Children's Defense Fund, 1994.

Anderson, E. "Family Day Care Provision: A Legislative Response." *Child Care Quarterly,* 15 (1986): 6-14.

Annie E. Casey Foundation. *Kids Count Data Book: State Profiles of Child Well-Being.* Baltimore: 1997.

Annie E. Casey Foundation. *Kids Count Data Book: State Profiles of Child Well-Being.* Baltimore: 1996.

Annie E. Casey Foundation. *Kids Count Data Book: State Profiles of Child Well-Being.* Baltimore: 1995.

Annie E. Casey Foundation. *Kids Count Data Book: State Profiles of Child Well-Being.* Baltimore: 1994.

Belsky, J. "Future Directions for Day Care Research: An Ecological Analysis." *Child Care Quarterly,* 9 (1980): 82-99.

Belsky, J. "A Nation (Still) at Risk?" *Phi Kappa Phi Journal,* (1995): 36-38.

Berrueta-Clement, J. R., et al. *Changed Lives: The Effects of the Perry Preschool Program on Youths through Age 19.* Ypsilanti: High/Scope Press, 1984.

Carnegie Council of Adolescent Development. *Matter of Time: Risk and Opportunity in the Out-of-School Hours.* (Abr. vers.) New York: Carnegie Corporation, 1994.

Carver, B. Standards Specialist, Child Care Licensing Department, State of Texas. Austin, 1997. [Telephone conversation].

Casper, L. M. Current Population Reports. *What Does it Cost to Mind Our Preschoolers?* (US Census Bureau Publication No. P70-52). US Department of Commerce, Economics and Statistics Administration. Washington, DC: US Government Printers, 1995.

Center for Public Policy Priorities. *Changes, Challenges, Choices: An Analysis of Federal Welfare Reform.* Austin: 1996.

Child Care Management Services. Austin: 1996. [Telephone conversation.]

Child Care Working Group. *Latchkey Children in Texas.* Austin: 1987.

Children's Defense Fund. *State of America's Children.* Washington, DC: 1996.

Children's Defense Fund. *Child Care and Development: Key Facts.* Washington, DC: 1994.

Children's Foundation. *1993 Child Day Care Licensing Study.* Washington, DC: 1993a.

Children's Foundation. *Facts about the Child Care Food Program in Family Day Care.* Washington, DC: 1993b.

Children's Foundation. *The Children's Foundation: Providing Practical Answers to Tough Questions since 1969.* Washington, DC: 1990.

Children's Foundation. *Providing Practical Answers to Tough Questions since 1969.* Washington, DC: 1988.

Clark, S., and Long, S. *Welfare Reform: An Analysis of the Issues—Child Care Block Grants and Welfare Reform.* The Urban Institute: 1996. [On line]. http://www.urban.org/welfare/chap06.htm.

Colorado Business Commission. *Report of the Colorado Business Commission on Child Care Financing.* Denver: 1995. Appointed by Governor of Colorado.

Corporate Benefit Institute. *Corporate Research Panel: Dependent Care Assistance Project.* 1994.

Cromwell, Ellen S. *Quality Child Care: A Comprehensive Guide for Administrators and Teachers.* Boston: Allyn and Bacon, 1994.

Dobbin, S. L., and McCormick, A. J. "An Update on Social Work in Day Care." *Child Welfare,* 59 (1980): 97-102.

Emlen, A. C., Donaghue, B. A. and Clardson, Q. D. *The Stability of the Family Day Care Arrangement: A Longitudinal Study.* Oregon State University, 1974.

Fink, D. B. *School-age Child Care in America: Findings to a 1988 Study.* Wellesley: Center for Research on Women, 1990.

Floge, L. "The Dynamics of Child Care Use and some Implications for Women's Employment." *Journal of Marriage and the Family,* 47 (1985): 143-154.

Frankel, A. J. "The Dynamics of Day Care." *Families in Society: The Journal of Contemporary Human Services,* 72 (1991): 3-10.

Frankel, A., Vinci, Y., and Mumm, A. M. "Special Needs and Family Day Care: Problems and Promises." *Infants and Young Children,* 6(2) (1993): 20-28.

Frankel, A. J. "Family Day Care in the United States." *Families in Society: The Journal of Contemporary Human Services,* 1994.

Galinsky, E., and Friedman, D. S. *Education Before School: Investing in Quality Child Care.* Committee for Economic Development. New York: Scholastic, Inc., 1993.

Haskins, R. "Beyond Metaphor: The Efficacy of Early Childhood Education." *American Psychologist,* 44 (1989): 274-282.

Hayghe, H. US Department of Labor, Bureau of Labor Statistics. Washington, DC. 1994. [Telephone conversation].

Hernandez, D. J. *America's Children: Resources from Family, Government, and the Economy.* New York: Russel Sage Foundation, 1993.

Hernandez, D. J. "Changing Demographics: Past and Future Demands for Early Childhood Programs." *The Future of Children,* 5(3) (1995): 145-160.

Hershfield, Bruce W. *FDCH Congressional Testimony for Hearing on Child Care and Welfare Reform.* Presented on September 20 to the Subcommittee on Human Resources Committee on Education and Labor. US House of Representatives. Washington, DC: 1994.

Hofferth, S. "Who Enrolls in Head Start? A Demographic Analysis of Head Start-eligible Children." *Early Childhood Research Quarterly,* 9 (1994): 243-68.

Howes, C., Phillips, D. A., and Whitebook, M. "Thresholds of Quality: Implications for the Social Development of Children in Center-based Child Care. *Child Development,* 63 (1992): 449-460.

Iscoe, L. K. *Choices Limited: Child Care for Children with Special Needs. Commission on the Mental Health of Children and Their Families.* Austin: Hogg Foundation for Mental Health, University of Texas, 1989.

Jacobson, L. "Child Care Careers: Better Pay, More Training Urged." *The Atlanta Journal and Constitution,* 26 Mar. 1993: D1

Jones, E., and Prescott, E. "Day Care: Short or Long Term Solution?" *Annals of the American Academy of Political and Social Services,* 461 (1982): 91-101.

Kamerman, S. B., and Kahn, A. J. *Child Care, Family Benefits, and Working Parents: A Study In Comparative Policy.* New York: Columbia University Press, 1981.

Kontos, S., Howes, C., Shinn, M., and Galinsky, E. *Quality in Family Child Care and Relative Care.* New York: Teachers College Press, 1995.

Lawrence, M., Brown, J., and Bellin, D. *Helping Family Day Care Providers Stay in Business—Retention Strategies from the California Child Care Initiative.* San Francisco: California Child Care Resource and Referral Network, 1989.

Lein, L., Hoski, K., Trapp, J., Salem, N., Temple, J., and Burtner, J. 1994 *Caregiver Status Survey Final Report.* Conducted for Texas Department of Human Services, Client Self Support Services Division. Austin: The Center for Social Work Research, School of Social Work, University of Texas, 1995.

Lindsay, P., and Lindsay, C. H. "Teachers in Preschools and Child Care Centers: Overlooked and Undervalued." *Child and Youth Care Quarterly,* 16 (1987): 91-105.

Long, L., and Long, T. *The Handbook for Latchkey Children and their Parents.* New York: Arbor House, 1983.

Modigliani, K. "Child Care 2000: Policy Options for the Future." *Social Policy,* 18(4) (1988): 31-37.

National Association for Family Day Care. *Family Day Care Accreditation,* 1989. Washington, DC: 1989.

National Association of Child Care Resource and Referral Agencies. *Making Child Care Work: A Study of Child Care Resource and Referral in the United States,* 1996. As cited in National Association of Child Care Resource and Referral Agencies. *CCR&R Facts.* Washington, DC: 1996.

National Association of Child Care Resource and Referral Agencies. *NACCRRA Counts.* Washington, DC: 1994.

Neugebauer, R. "Surveying the Landscape—A Look at Child Care '89." *Childcare Information Exchange,* 66 (1989): 13-16.

Phillips, D. A., Voran, M., Kisker, E., Howes, C., and Whitebook, M. "Child Care for Children in Poverty: Opportunity or Inequity?" *Child Development*, 65 (1994): 472-492.

Reeves, D. L. *Child Care Crisis: A Reference Handbook*. Santa Barbara: ABC-CLIO, Inc., 1992.

Scarr, S. "The Two Worlds of Child Care." *Phi Kappa Phi Journal*, 75(3) (1995): 39-41.

Schexnayder, Diana. Child Care/Work and Family Clearinghouse. Austin: Texas Workforce Commission, 1997.

Schweinhart, L. J., Barnes, V. H., and Weikart, D. P. *Significant Benefits: The High/Scope Perry Preschool Study through Age 27*. Ypsilanti: High/Scope Press, 1993.

Seligson, M., and Fink, D. B. *No Time to Waste: An Agenda for School-age Child Care*. School-age Child Care Project: Wellesley College Center for Research on Women, 1989.

Seppanen, P. S., Love, J. M., deVries, D. K. and Bernstein, L. *National Study of Before and After School Programs*. (Report No. PS 021203). Portsmouth, NH: RMC Research Corporation, 1991.

Smith, S. L., Fairchild, M., and Groginsky, S. *Early Childhood Care and Education: An Investment that Works*. National Conference of State Legislatures. Denver: 1995.

Texas Administration for Children and Families. *Project Head Start Fact Sheet*. Austin: 1996.

Texas Commission on Children and Youth. *Safeguarding our Future: Children and Families First*. Austin: 1994.

Texas Department of Human Services. *Market Rate Survey*. Austin: Conducted by Center for Social Work Research. Austin, 1994-6.

Texas Department of Human Services. *Child Care Services*. Austin: 1995a.

Texas Department of Human Services. *Project Head Start Fact Sheet: Administration for Children and Families*. Austin: 1995b.

Texas Department of Human Services. *Registered Family Home Manual*. Austin: 1990.

Texas Department of Human Services. *Minimum Standards: Group Day-care Homes*. Stock Code 20322-0000). Austin: 1985a.

Texas Department of Human Services. *Minimum Standards: Group Day-care Homes*. (Stock Code 20315-0000). Austin: 1985b.

Texas Department of Human Services. *Minimum Standards: Kindergarten and Nursery Schools*. (Stock Code 20319-0000). Austin: 1985c.

Texas Department of Protective and Regulatory Services. *Minimum Standards and Guidelines: Day-care Center*. (Stock Code 20310-0000). Austin: 1995.

Texas Education Agency. *Student Enrollment by Grade, Sex, and Ethnicity*. Fall 1995-6 PEIMS Data. 1996.

Texas Head Start Association. *Fact Sheet*. Austin: 1994.

Texas Health and Human Services Commission. *Linkages: Texas Head Start Collaboration Project*. Austin: 1995.

Texas Health and Human Services Commission. *Legislative Recommendations: A Blueprint for Action in 1995.* Texas Head Start Collaboration Project. Austin: 1994.

Texas Kids Count Project. *The State of Texas Children 1994.* Austin: Center for Public Policy Priorities, 1995.

Texas Kids Count Project. *Social Services for Children in Texas.* Austin: Center for Public Policy Priorities, 1997.

Texas Workforce Commission. *School-Age Child Care: Texas School District Involvement* 1997.

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996. Analysis by American Public Welfare Association, National Governors Association, National Conference of State Legislatures. [On line. http://www.apwa.org/reform/analysis.htm], 1996.

United States Bureau of the Census. Washington, DC.: US Government Printers, 1990.

United States Bureau of the Census. *Who's Minding the Kids? Child Care Arrangements.* Fall 1991. Survey of Income and Program Participation, Current Population Reports. (P70-36), p. 21. Washington, DC: US Government Printers, 1991.

United States Department of Health and Human Services. *Personal Responsibility and Work Opportunity Reconciliation Act of 1996* (P.L. 104-193): Summary of Provisions. Assistant Secretary for Planning and Evaluating, 1996. [On line].

United States Department of Health and Human Services. Administration for Children, Youth and Families. *Project Head Start Statistical Fact Sheet.* Washington, DC: US Government Printers, 1995a.

United States Department of Health and Human Services. Head Start. *The Future of Children, Appendix A.* Washington, DC: US Government Printers, 1995b.

United States Department of Health and Human Services. *Creating a 21st Century Head Start.* Final report of the Advisory Committee on Head Start Quality and Expansion. Washington, DC: US Government Printers, 1993.

United States House Committee on Ways and Means. *Overview on Entitlement Programs, 1994: Green Book.* Washington, DC: US Government Printers, 1994.

United States General Accounting Office. *Early Childhood Education: Information on Costs and Services at High Quality Centers.* Washington, DC: US Government Printers, 1989.

United States General Accounting Office. *Child Care: Working Poor and Welfare Recipients Face Service Gaps. Report to Congressional Requesters.* (GAO/HEHS-94-87). Washington, DC: US Government Printers, 1994a.

United States General Accounting Office. *Child Care Subsidies Increase Likelihood that Low-income Mothers Will Work.* Report to the Congressional Caucus for Women's Issues, House of Representatives. (GAO/HEHS Publication No. 95-20). Washington, DC: US Government Printers, 1994b.

United States General Accounting Office. *Welfare to Work: Child Care Assistance Limited: Welfare Reform May Expand Needs.* Report to Congressional Requesters. (GAO/HEHS Publication No. 95-220). Washington, DC: US Government Printers, 1995.

BEST COPY AVAILABLE

University of Colorado at Denver Economics Department. *Cost, Quality, and Child Outcomes in Child Care Centers. Cost, Quality and Child Outcomes Study Team Executive Summary, 2nd edition.* Denver: University of Colorado Press, 1995.

Vinet, M. J. "Child Care Services." *Encyclopedia of Social Work.* (1995): 367-375.

Weikart, D. P., Bond, J. T., and McNeil, J. T. *The Ypsilanti Perry Preschool Project: Preschool Years and Longitudinal Results Through Fourth Grade.* Ypsilanti: High/Scope Press, 1978.

Whitebook, M., Howes, C., and Phillips, D. A. *Who Cares? Child Care Teachers and the Quality of Care in America.* The National Child Care Staffing Study. Oakland: 1990.

Whitebook, M., Phillips, D., and Howes, C. *National Child Care Staffing Study Revisited: Four Years in the Life of Center-based Child Care.* Oakland: 1993.

Willer, B., Hofferth, S., Kisker, E., Divine-Hawkins, P., Farquahar, E., and Glantz, F. *The Demand and Supply of Child Care in 1990.* Joint findings from the National Child Care Survey 1990 and A Profile of Child Care Settings. Washington, DC: 1991.

William T. Grant Foundation. *Child Care.* Research Briefs. University of Minnesota. 1996.

Wilson, J. "The Quality Gap." *The Austin-American Statesman.* 18 Apr. 1994. Austin.

Young, K. T. and Zigler, E. "Infant and Toddler Day Care: Regulations and Policy Implementations." *American Journal of Orthopsychiatry.* 56 (1986): 43-55.

BEST COPY AVAILABLE

Publication Center
The Child Care/Work and Family Clearinghouse
Texas Workforce Commission

Texas Workforce COMMISSION

Texas Work & Family Clearinghouse

For further information and to place orders:

Telephone: (512) 936-3228
Fax: (512) 936-3255

Mail: 101 E. 15th Street, Room 416T
Austin, TX 78778

E-mail: wkfamily@mail.capnet.state.tx.us

Web-Site: www.twc.state.tx.us/wrkfrcdev/wfchp.html

Single copies of publications are available without charge. Please inquire about prices for multiple copies.